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ABSTRACT

Since 1970, the Servicio National de Desarrollo de la Comunidad (SNDC) has been in existence as an autonomous decentralized government agency. Its main effort has been to integrate Bolivia's 3.4 million rural inhabitants, the "campesinos," into the mainstream of national socioeconomic programs through self-help development projects at the community level. Schools, clinics, roads, bridges, potable water systems, sheep dips, livestock shelters, silos, and irrigation projects have been the main areas of concern. Local level workers trained in home economics have helped form Mothers' Clubs, provided training in homemaking arts, artisan crafts, hygiene and sanitation, child care, and other activities. SNDC has provided veterinary and agricultural production promotion, and education services for small farmers. In 1975, an evaluation was conducted to help the SNDC build upon its considerable past success and expand its roles to meet new and changing demands for the development of rural campesino communities. This report presents: (1) a relatively objective description of conditions existing during May and June 1975 within the SNDC training component; (2) an assessment of what was observed in relation to SNDC's past efforts and future projected roles; and (3) recommendations for strengthening and changing the training component in light of the new roles, responsibilities, and demands. (Author/NQ)

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EVALUATION

OF

THE TRAINING COMPONENT

OF THE

SERVICIO NATIONAL DE DESARROLLO DE LA COMUNIDAD

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
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La Paz, Bolivia

June 1975

PREFACE

Background and Purpose of This Study

Since 1968, the Servicio National de Desarrollo de la Comunidad (SNDC - or, also referred to as the National Community Development Service) of Bolivia has depended to a large extent on USAID for financial support. The current USAID loan (Loan -044) was expiring in 1975 and both the SNDC and USAID/Bolivia were in a process of preparing a new and expanded loan application to USAID/Washington. As a result of this situation, USAID/Bolivia in conjunction with the SNDC engaged in an intensive and thorough evaluation of past SNDC program efforts. This evaluation was aimed at helping the SNDC build upon its considerable past success and expand its roles to meet new and changing demands for the development of rural campesino communities.

A request was made by USAID/Bolivia to the Michigan State University Program of Studies in Non Formal Education for assistance in this endeavor. The request was for help in evaluating one aspect of the SNDC, namely its training and education component. As a result of M.S.U.'s positive response, we were assigned to Bolivia between the dates of May 17 and June 7, 1975.

The purposes for our assignment were:

(a) To describe the training component of the SNDC at all its levels of operation.

(b) To make an assessment of this training component in relation to past efforts and future projected roles of the SNDC.

(c) To make recommendations as to how this training component could build upon its past successes and be strengthened in light of the new roles, responsibilities and demands anticipated for the SNDC.

Organization of the Report

We divided this report into three major sections, consistent with the objectives of the study.

The first deals with a description of what has been and what was during May-June 1975.

No attempt was made to judge the conditions found in this section. It was intended to be a relatively objective description of conditions as they existed within the SNDC training component.

The second major section was intended to be an assessment of what was observed. In this section we did not attempt to be "objective." Rather, we let our professional subjectivity lead and guide us to whatever conclusions we deemed appropriate.

Based on our assessment, the third section of our report deals with recommendations and suggestions for strengthening and changing the training component of the SNDC. We were guided by our assessment and by our belief that it could build upon its successful past and be a major factor in the successful pursuit of the new and expanded objectives, roles and responsibilities projected for the SNDC.

Limitations

We have attempted to fulfill the above stated purposes. However, we would like to caution readers of this report about certain limitations that were unavoidable to our study.

First, it was not possible for us to spend more than three weeks in Bolivia in order to evaluate the training component of the Services National de Desarrollo de la Comunidad. This short time period did not permit an exhaustive, intensive and "objective" evaluation. It was not possible to set up on analytical methodology, gather the [illegible]d data, analyze it and then discuss the results and their implications. Thus [illegible]cause of the limited time available, much of what we did was to gather impressions, in some orderly fashion, about the conditions of the SNDC training component. As a result, much of what was included in this report was based on professional but subjective judgments about a somewhat limited but varied number of exposures.

The second major limitation to our evaluation (which would have existed even if it were possible to engage in an in-depth study with adequate time), was that the training function of the SNDC had been at an ebb holding pattern since the beginning of 1975. Most of the training activities at the regional training centers, vehicles

for all the training within and by the SNDC, had come to a virtual standstill. This situation came about through a transitional condition that the SNDC has found itself in since the end of 1974. Up until the end of 1974, the funds from Loan - 044 financed all salary and operational costs of the SNDC. Beginning with January 1975, the Government of Bolivia (GOB) assumed all the salary costs. But because of its precarious financial condition, the GOB was able to assume only a part of the operational costs. This meant that the SNDC had to curtail many of its operations, including its training programs. Thus, what training activities were going on, while this evaluation effort was underway, were <u>not</u> representative of what the regional training centers had been able to do over the previous three years. The few activities they were engaged in were limited in scope, done under severe financial restrictions and quite different from the bulk of the activities that existed even a short year before. This situation no doubt had an effect on our observations and judgments, though we tried hard not to be influenced.

We hope that the readers of this report can keep these factors in mind. However, we do feel that, in spite of the above limitations, we were able to obtain a good grasp of the conditions that prevailed and of what needed to be done in the future - in order that the SNDC could build upon its past success.

We hope that the findings of this report will be useful to SNDC, as it prepares for its future, and to USAID/Bolivia, as it continues to provide needed supplementary backing.

La Paz, Bolivia
June 1975
Mel Buschman and Manfred Thullen
(On temporary assignment to USAID/Bolivia, out of
Michigan State University, East Lansing, Michigan)

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SECTION I - DESCRIPTION OF PRESENT PROGRAMS AND FACILITIES OF THE SNDC TRAINING COMPONENT

A. BACKGROUND OF THE SNDC*

The first significant effort in Bolivia to assist the rural poor upgrade their standard of living via a community development program was that of the Andean Mission of the United Nations from 1956 to 1962. It was to incorporate this project that the Ministry of Agriculture and Rural Affairs created the Rural Development Program (RDP) in 1964, an enterprise financed by a US $435,000 loan from the Inter-American Development Bank. Evaluations of the results showed that the strategy of these first efforts had proved to be too paternalistic. No resource contribution was solicited from assisted communities, except for unskilled manual labor. Most projects were determined by the RDP, with little community involvement. The program experienced serious difficulty in persuading rural communities to request outside assistance.

In 1965, the Rural Development Program devised a new approach. It began to select, train and hire leaders of rural communities as para-technicians. This approach provided a viable mechanism for communications between the RDP and the "campesinos" (rural residents of indigenous background) in rural communities and it provided a vehicle for motivating people at the local level. Also, a policy was introduced which now required assisted communities to finance at least half of the costs of any local project undertaken. These cost contributions had to be in cash, labor or materials. These two new approaches gave the program a period of rapid expansion. Peace Corps Volunteers were recruited to supplement scarce Bolivian professionals. In 1968, AID assisted with a loan of US $1,700,000 to support this expansion. By 1970, the size of the program dictated that it have an independent status and it was reorganized to become the autonomous Servicio Nacional de Desarrollo de la Comunidad (SNDC).

As an autonomous decentralized government agency, the SNDC has only been in existence since 1970. However, regardless of its name and institutional structure, the agency's main effort since 1964 has been to integrate Bolivia's 3.4 million rural

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* Most of this information in this sub section was excerpted from another evaluation report, being prepared at the same time as this one, by John Hatch. Most of the narrative has been used verbatim.

inhabitants, the "campesinos," into the mainstream of national socio-economic programs. It has attempted to do so through self-help development projects at the community level. Schools, clinics, roads, bridges, potable water systems, sheep dips, livestock shelters, silos and irrigation projects have been the main area of concern. Local level workers trained in home economics have helped form Mothers' Clubs, provided training in homemaking arts, artisan crafts, hygiene and sanitation, child care and other activities. In the absence of a vigorous Government of Bolivia agricultural extension service, the SNDC has provided veterinary and agricultural production promotion and educational services for small farmers.

The SNDC is currently funded by a US $3 million three year loan from USAID and approximately US $1.5 million in counterpart contributions by the Bolivian government.

The administrative structure of the SNDC consists of a national office in La Paz of 98 staff members, organized into three major departments: the Department of Administration; the Department of Community Projects; and the Department of Investigation and Training. It further has 12 regional and area offices with 318 staff members. At the local community level there are approximately 1,100 trained volunteers from the indigenous population who assist the SNDC in its projects. Finally, the SNDC operates five Regional Training Centers in Phillapi, Zudanez, Nucchu, Paracaya, and Muyurina. A sixth training center in Trinidad, which never was well developed, had been closed permanently early in 1975.

The training component of the SNDC consisted of the Department of Investigation and Training, particularly its Training Division, and the five Regional Training Centers. The rest of the report concentrates on this component of the organization.

B. THE SNDC TRAINING COMPONENT

1. National Level

The investigators had an opportunity to meet with all the personnel related to the training component at the national level. The information in this part was obtained through these meetings, as well as from previous reports and other staff members of the SNDC.

a. Organization

At the arrival of the authors, the "Departamento de Investigacion y Capacitacion" (The Department of Investigation and Training) was named "Departamento de Investigacion, Entrenamiento y Bienestar Social" and consisted of three divisions: the "Division de Investigacion;" the "Division de Entrenamiento;" and the "Division de Bienestar Social y Artesania." This latter division was moved out of the jurisdiction of the "Departamento de Investigacion, Entrenamiento y Bienestar Social" and into the jurisdiction of the "Departamento de Proyectos Comunales," and the Department was renamed to reflect this change. Thus, at present, and in the foreseeable future, this Department will have two straightforward functions; to carry out meaningful social research within the "Division de Investigacion" and to develop appropriate training programs under their "Division de Capacitacion."

b. Personnel

The "Departamento de Investigacion y Capacitacion" has a Director. Under his direction there are two Division Chiefs: one for the "Division de Investigacion" and one for the 'Division de Capacitacion."

The "Division de Capacitacion," besides its Chief, has only three other employees: one programmer, one person in charge of curriculum development and one secretary.

The Director of the Department is a graduate of an "Escuala Normal," or Normal School, as a "Professor Rural," or rural school teacher. He has been with the SNDC since its inception, 10 years ago. He has been the Director of this Department since 1972.

The Chief of the "Division de Capacitacion" has finished high school, with no formal university training, but has received some short term training in adult education. This person has also been with the SNDC for its 10 years of existence, usually in some kind of administrative capacity.

2. The Regional Training Centers

To investigate the programs and facilities of the Regional Training Centers, the investigators visited every one of the five centers and attempted to interview their full staff. An attempt was made to evaluate certain aspects of these

centers in a uniform manner. A framework was developed to gather uniform data on: the physical training facilities (classrooms, dorms, kitchen and dining rooms, etc.); the staff and its background; educational support materials (equipment, audiovisuals, means of transportation, and other facilities that contributed to learning activities); teaching methods and curriculum; and their relationships to the nearest Regional Project Offices and the National Office at La Paz.

At the end of this phase of the study, which covered approximately ten days, the information was reviewed. It became apparent that, though each of the Regional Training Centers was very much different from all the others, there were certain common elements. Information about these common elements, which include curricula used at the centers and in community level courses, selection of course participants, course costs and a summary of course statistics are presented first in a separate section. Following it, information will be presented about each individual center. In this latter section, for each of the five centers, information on the location, physical training facilities, staff, educational support materials, teaching methods and curriculum, and relationships, with regional SNDC offices and the La Paz office is given. This information is presented in the order in which they were visited by the investigation team, namely: Phillapi, Zudañez, Nucchu, Paracaya and Muyurina.

a. Common Components of the Regional Training Centers

Only minor differences were observed among the five regional training centers regarding the basic curricula they used for their training, the procedures used to secure participants and in the course costs that were involved.

(1) Curricula

There was very little opportunity to actually observe courses being taught at the centers or at the community level. However, it was possible to obtain information about the kinds of curricula the centers use in their programs, both from the National Office as well from the staff of each of the training centers.

All centers try to offer at least three kinds of courses: courses for "lideres" or "promotores campesinos," i.e. for male rural indigenous

community leaders; courses for "promotoras campesinos," i.e. for rural indigenous female community leaders; and general community level courses open to all residents of the communities participating.

(a) Courses for "lideres:" These are generally a mixture of the following subject matters:

- Community development (What it is, the process, principles.)
- Group dynamics (What it is, importance, techniques.)
- Leadership (What it is, importance, different kinds of leadership, etc.)
- Supervision in community development (How to work in community development programs at the community level.)
- Cooperativism (Historical background, importance, organization, etc.)
- Agricultural and animal production practices (gererally, the subject matter related to agricultural and animal production practices take up about 30-50% of the total time allocated to the courses).
- These courses generally run from 20-30 days.

(b) Courses for "promotoras campesinas:" These generally are a mixture of the following subject matter:

- Community development
- Group dynamics
- Leadership
- Cooperativism
- Home improvement
  Nutrition
- Rural regional handicrafts

There seemed to be a more even mix of these different subject matters in terms of proportion of time spent on each.
These courses generally run from 20-30 days.

(c) Community level courses: These courses are given at the request of communities and are supposed to be very flexible as to content. They can be for women or men only or for both sexes together. However, we did obtain the impression that the curriculum actually followed in community level courses did not vary too greatly - the major variations being due to whether only one sex or another is being taught or both sexes are taught jointly. Again the topics in general are:

- basic community development

- basic ideas about cooperatives
- basic ideas about leadership
- basic ideas about group dynamics and human relations
- practical subject matter, and demonstrations on agricultural and animal production practices
- practical subject matter and demonstrations on home improvement, nutrition, handicrafts.

Most community level courses last for only one week starting on a Monday morning and ending on a Friday afternoon. Training staff members indicated that in the first day of such courses, they attempt to involve the participants in determining what subject matter ought to be taught. However, the impression was gained that the amount of adjustment made as a request of this involvement was probably small - most of the adjustment being made in the agricultural production practices subject matter topics.

(d) Other center level courses: Only the Phillapi, Nucchu and Paracaya training centers have offered different courses.

- Pillapi and Paracaya have offered courses for "Supervisores." These are courses for volunteer leaders of communities who help promote and supervise communal self-help projects. They are the local contact people for the SNDC. The curriculum for training these people seems to be relatively fixed.
- Paracaya has offered courses which concentrate on "artensanias," i.e. handicrafts such as weaving, sewing, wood carving, etc.
- Only Pillapi has offered courses for "Auxiliares" and "Supervisores." These are women who work for the "Bienestar del Hogar y la Mujer Campesina." They undergo a 3 month training program in nutrition, sanitation, child care, first aid, as well as community development, leadership, cooperativism, and group dynamics. This curriculum also seemed to be relatively fixed for some time now.
- Because of its proximity to La Paz, only Pillapi offers courses of an in-service type for the SNDC field technicians and for potential new training center instructors. The impression was gained that the curriculum for these future instructors (3 months in duration) had been set for some time and was relatively rigid. It consisted of the following subject matter areas: community development; group dynamics; leadership and related subject matters; evaluation;

social research; rural sociology; psychology of adults; teaching methods; human relations; and cooperativism. In-service training for field technicians, included such additional subject matter topics as: supervision of community projects; evaluation of community projects; and how to process projects in community development.

- Only Nucchu has offered courses at an "advanced" level on cooperativism.

(2) Selection of Participants

Except for the participants who have attended the training of cooperatives at Nucchu, all other training centers used approximately the same procedures for selecting participants to their center and community level courses.

(a) Selection for community level courses: A self-selection process is usually used for community level courses. A community or group of communities will request a course. The instructors, through the help of local volunteers("promotores" and "promotoras"), will then organize the course location, arrange for any lodging arrangements for themselves or participants, food, etc. Depending on the purposes behind the request, the community level courses can be for men only, women only or for both. Though the instructors do get commitments from individuals ahead of the time the course will start - any person who wants to attend while the course is in progress, can do so. Also, usually no real selection process is utilized in obtaining the commitment of individual participants - except in some exceptional cases, such as a community level course dealing with cooperative development, when the staff will attempt to obtain participants who were directors of cooperatives.

(b) Selection for center level courses: Again, except for the selection procedures used for obtaining participants at the Nucchu center, most training centers used the same basic procedures of selection for their courses aimed at "promotores" and "promotoras." In some cases, in cooperation with the regional office of the SNDC, an area is picked, based on present or future SNDC projects in that area. The course is planned and the instructors go into the communities to promote the course. They contact rural teachers,

SNDC "promotores" from previous courses, "Supervisores de Area," local organizations and try to set up community meetings to explain the proposed course. Based on observations by the instructors and their local contacts they select people, or they ask local organizations to select from among themselves. In some cases, they select participants from those who had taken community level courses in the past - the "best" students of these community level courses. Criteria used are that participants be leaders within their community and community organizations, that they have some literary skills and that they be over 18 years old. Finally, they want to make sure that participants are permanent residents of their community so that there is an assurance that they will return to their community at the conclusion of the course.

(3) Course Costs

In general, some difficulty was experienced on obtaining exact course costs, but some patterns, on the kind of costs incurred and who bore them, could be discerned. There were no real great differences between the centers except for the Nucchu center, where all costs were borne by the SNDC - though plans were being made to change this pattern to conform with the general pattern followed by the other centers.

The major actual costs involved for courses at each center are those associated with food costs. All other costs are really overhead costs, such as salaries, rent of the facilities, etc. The costs of materials used for course are neglegible, because few, if any, are developed and given to participants.

The training staff usually break down the cost as to: those costs borne by the participant; costs borne by the community or some community sponsoring agency, from which the individual participant comes; and the costs the center must bear. According to the information supplied by the center staffs, the following pattern existed: on the average, the participant will pay 1-5 pesos per day (except at Nucchu); and the community or a sponsoring agency will pay from nothing up to 3 pesos per day. The centers will then absorb the rest of the food costs, which come to an average of about 8-10 pesos per day per participant. However, the cost

to the centers are subsidized to a certain extent, because the figure of 8-10 pesos included donated Food for Peace obtained from AID. If it were not for Food for Peace, their food costs would be substantially higher.

In most training centers, the staff felt that they could perhaps charge the participants a greater amount in the future - on two assumptions: first, that most participants could afford to pay more, and second, because by paying more, the participant would have a greater investment in the training and would thus be more involved in obtaining the most out of the course.

The staffs also felt that supporting organizations should bear a greater and more consistent share of the costs: because they could affort to and because this also gave the organization an incentive to utilize the knowledge gained by the individuals they subsidized.

In one case, the pilot 3 month course on vocational skills at the Paracaya center in 1974, participants themselves indicated (in an evaluation of the program) that they would have been willing to pay the full costs of the training - because it had been that useful to them. This, according to the staff of the Paracaya center was a very encouraging development in two ways: first, that participants would be willing to pay more for useful courses in the future; and second, that more such courses should be organized in the future.

(4) A Statistical Summary of Training Activities

Accurate data was available for the years of 1971-74. During this time period the five active training centers, and the training center at Trinidad (which had been closed) developed and held 136 different courses, at the community and center levels for training community leaders, both men and women. A total of 6,833 participants were trained in this time period. A breakdown of totals for each of the centers is presented in the following table:

A Summary of Number of Courses and Participants by Center for 1971-74.

Center	Number of Courses	Men	Women	Totals
Pillapi	45	1573	831	2404
Zudanez	18	602	215	817
Nucchu	2	25	-	26
Paracaya	28	1067	456	1523
Nuyurina	32	1063	461	1524
Trinidad	11	483	56	539
Totals	136	4814	2019	6833

According to the figures obtained, 1974 was the most productive year: One course was given for 34 potential instructors for the centers at Pillapi; one course was given for 23 cooperative field techinicians of the SNDC at Nucchu; two courses with a total of 50 participants for "auxiliares" (female community based volunteers in home economics) at Pillapi; two courses with 55 participants for "supervisores" (area supervisors of the "auxiliares") at Pillapi; one pilot course in Paracaya with 87 participants on "artesanales" (marketable skills such as tractor driving, weaving, electric work, carpentry etc.); 14 courses at all centers for "promotores campesinos" with a total attendance of 497; 8 courses at all centers for "promotoras campesinas" with 432 attending; and 25 community level courses from all centers with a total of 1330 participants. Thus, a total of 2,508 different people were trained through the efforts of the regional training centers in 1974.

b. The Individual Regional Training Centers

Each of the five regional training centers, except for the variables described above, was quite different from the others. They are described below, in the order that they were visited by the evaluation team. For each center, the following variables will be discussed: location, physical facilities, staff, educational support materials and equipment, teaching methods and curricula, and their relationships with the regional SNDC project office and the La Paz office.

(1) Pillapi

(a) Location: The Pillapi Training Center was located at a road that passes through Tiahuanacu (site of the famous ruins) and which goes on to Lake Titicaca. It was within sight of the lake. One part of the training complex was located on the town "plaza," the other in an old ex-hacienda about a quarter of a mile away.

(b) Facilities: As mentioned above, there were, in reality, two different facilities. One which had been built as a training center (by the Mission Adina) - used primarily for the training of different groups of women - as well as for in-service types of training for SNDC personnel. The other facility - located in the ex-hacienda buildings was used primarily for the training of different groups of "campesinos" or men.

(i) The principal training facility:

- Had 2 classrooms which seat about 40 each. Relatively stark, bare and formal.
- One separate classroom for Health and First Aid instruction.
- Dorms were in one section of the facility - 2 dorm rooms upstairs and 2 downstairs, with a total capacity of 64 people. Beds were bunks, most in reasonable condition. There were lockers - most of which have lost their locks, and night stands to be shared by two people. Only one shower and two for the upstairs dorm, which houses 40 people.
- A multiple use room - for dining and recreation - relatively dark and dismal.
- Instructors' rooms are stark with limited furniture.
- Kitchen - very limited. Used for cooking meals and for demonstration purposes in classes on nutrition and food preparation. The kerosene stoves were in disrepair. There was a relatively new refrigerator, which couldn't be used as it ran on 220 v and their source of electricity was 110 v.

(ii) The ex-hacienda training facility:

- Had 2 classrooms in a converted livestock building, very bare with little light. Capacity was 60.
- Dorms were in what used to be storage sheds - very poor condition.

- Kitchen, primitive - as was the dining room facility.
- Carpentry, mechanic and electric shops were housed in old storage buildings - in very poor repair. These were not really for the use of students, but a part of the production section of Pillapi, since the latter part of 1974.
- The whole ex-hacienda facilities were in a state of disrepair - the contrast being even more apparent in comparison with the principal training facility.

(c) Staff: The staff of the Pillapi training complex served both of the training facilities. It was composed of one director, 5 instructors, one driver, a cook and a cook's helper.

- The Director had graduated from a Normal School as a rural teacher and has had 8 years teaching experience; the last several years as a Director of a Rural Normal School.
- The Instructors had a varied background - though most had some university education, none of them had finished a degree. They have all been trained as instructors by the SNDC at Pillapi. Most have had only a short tenure at Pillapi and with the SNDC.

(d) Educational Support Materials and Equipment:

(i) The principal training facility:

- Had 22 bicycles to be used by trainees who will be "auxiliares" (community based home economics volunteers) during the training, for getting out into nearby communities. Most were in a state of great disrepair.
- Had 48 first aid kits - donated by UNICEF over 10 years ago. Most kits were incomplete and needed replacement instruments and materials.
- The Health and First Aid instruction classroom had many visual charts on human anatomy - also donated by UNICEF - all in English and at a university level of complexity.
- No other visuals or teaching aids were seen at the ex-hacienda facilities (only lots of potatoes in all the rooms).
- They did have two film projectors - but can only use them at the training facilities, as they didn't have a portable generator for taking projectors into the field.
- Had a working mimeograph machine.

- For a library, had two small shelves of books and pamphlets. Quality and quantity of reference materials were both low.

(e) Teaching Methods: It was not possible to observe any teaching activities at the center. However, it was possible to observe brief parts of courses given at the community level and to obtain the curriculum of one of these courses. The curriculum seemed to be somewhat rigid and the teaching techniques rather traditional, though attempts were made to draw the participants into discussions. The visual aids used were minimal and somewhat abstract for the practical subject matter being treated.

(f) Relationships with the Regional Offices of the SNDC and La Paz: Based on the conversations with the director of the training center and the directors of the two regional offices with which he worked (Huarina in the north of the "Departmento de La Paz" and Patacamaya in the southern part of the same Departments), the relationship was not as good as it might be. Nothing specific could be pinpointed, just some general remarks that led to this impression.

No real impression was gained about the relationship between this training center and the national office at La Paz.

(2) Zudañez

(a) Location: The training center was located about 110 km. west of Sucre - about a 3-3 1/2 hour drive. It was quite isolated. It occupied a part of a building complex which had been built by the Bolivian-Argentinian Railroad for a station. The railroad was not built and the buildings were leased out by the R.R. Compary to the training center and to other individuals and organizations.

(b) Facilities: The buildings occupied by the training center were quite solid and substantial. However, they had been designed to be offices, a R.R. waiting room, ticket office and storage rooms - not for educational purposes. In general, the appearance, particularly inside, was relatively dirty, in need of repair and maintenance.

- One large classroom - divided by a low 50 cm. wall. For small group discussions hallways, offices or the outside were used. Dorm was one big room with bed steads - with a capacity of 40. No storage for clothes and personal effects. Lack of enough blankets, sheets and even mattresses. Only one change of sheets.

Toilet and bathroom facilities were dirty, in need of repair and maintenance - e.g. shower stalls and no shower heads.

- Dining room was really a hall in one building that led from one part of a building to another.
- The kitchen was extremely primitive - 2 kerosene stoves and a wood stove - the room was usually filled with smoke. No refrigerator; they had to bring meat from Sucre every two days during training programs.
- Instructor's rooms were bare with just a bed and stand.
- All furniture was owned by the R.R. Company.
- Even in the buildings leased by the training center, many of the rooms were still storage rooms used by the R.R. Company.
- The R.R. Company, according to the staff, would not permit any real modifications or changes in these facilities.

(c) Staff: It was composed of one director, four instructors, one driver, one cook and one cook's helper.

- The Director started with the SNDC in 1967. Previous to his present assignment, he worked as an instructor at the Paracaye Training Center. He had been given the responsibility of opening up the Zudañez Center. Besides the normal in-service training given to all instructors, he attended a special course given in 1972 on adult education teaching methodology.
- One of the instructors had been with the Service for 6 years- also had taken the 1972 course. This, and the other instructors, all had basic agriculture training background (the level of which was difficult to determine).

(d) Educational Support Materials and Equipment:

In general, the center had a low quantity and quality of educational support materials and equipment.

- Did have a duplicating machine - but lacked paper and ink.
- The only kind of visuals used were newsprint and markers.
- They did have some film strips that were appropriate, but didn't have any kind of projector for them.
- Had a few veterinary tools - all borrowed from the regional office at Sucre.

- Typewriter was old and not useful for preparing a variety of stencils for mimeo purposes—also borrowed from the regional office.
- Staff felt that they could do their own audio-visuals if they had the materials, equipment and training.
- They would like to have had some land in which they could conduct practical demonstrations on agricultural practices - but had no land available for own use. Had to use adjacent land that was managed by the "Comite de Desarrollo de Chuquisaca."
- Their pick-up truck was on its "last legs." They have had to use money out of their own pocket so that it would continue to run. Isolated as the center was, it very much depended on a good vehicle - for transporting materials and people.
- The center staff had good relations with the small hospital that occupied a building next to theirs - they had access to medical attention for the participants - who very often needed it because of climate and food changes.
- They had borrowed sewing machines for courses - had none of their own.

(e) Teaching Methods: No courses were being taught, either at the center or community level because of lack of funds. Thus the investigators could only go by what the teaching staff told them. The staff attempted to use small group dynamics at all times.

- They attempted to involve the participants in the first few days in determining the curriculum for the rest of the training period.
- They could teach in Quechua and Spanish.
- They all worked as a team and could serve in inter-changeable roles.
- They were concerned about the emphasis that the La Paz office placed on numbers of people trained. They expressed that they would like to have more courses with fewer numbers of participants.
- They felt constrained in not being able to offer courses at progressive levels for the same participants.
- Because of lack of mobility, lack of staff and time, they felt that they couldn't do follow-up on the participants they trained.

- They evaluated their courses - but only on knowledge and skills learned - not on whether the curriculum was meaningful, etc.
- They felt that more community level courses needed to be taught - in coordination with the efforts of the regional office of SNDC. They felt these were more effective in general and that center courses should be more specialized and at more advanced levels.

(f) Relationships with the Regional Office at Sucre and La Paz: Based on conversations with the training staff and the director of the regional office - there seemed to be a very healthy cooperative relationship. They appeared to do joint planning whenever possible. The regional office tried to help out by lending equipment and providing transportation. The training staff all indicated that there were no problems with the regional office.

They did indicate that their problems centered on their relationships with the La Paz National Office. They felt isolated and neglected. Communications were very poor and time consuming, e.g., they received on May 26 an urgent order dated May 19, to submit a program plan by May 20.

(3) Ñucchu - (The National Cooperative Training Center)

(a) Location: The training facility was located in an old ex-hacienda in a river valley about 30 kilometers east of Sucre. Though relatively close to Sucre, it was still extremely isolated, being situated across the river from the main road, with difficult access.

(b) Facilities: The facility was housed in an old ex-hacienda, which belongs to the Government of Bolivia. It had some historical value as it used to belong to one of Bolivia's ex-presidents. The overall impression of this facility was that it needed upkeep and repair - it was very run down for the most part.

- One classroom with a capacity of 26-30 people. Dark and dingy. Had school benches.
- Maximum number that could be accommodated in the "dormitories" was 30. Staff felt that a few more (up to 40) could be accommodated if they had more beds, bedding, and were able to remodel a storage room. There were no storage provisions for clothes

and personal effects in the dorms.

- The buildings were wired for electricity, but no generator was available (a former instructor had his own portable generator which was hooked up to the wiring - but when he left he took the generator with him.)
- Kitchen was relatively adequate; it was used only to prepare meals for participants. However they had no refrigerator and had to purchase meat every two days in Sucre.
- No hot water - but bathroom facilities relatively adequate.
- Had a special bedroom to accommodate visiting resource people.
- Most of fruniture came with the ex-hacienda (some valuable "antiques").
- Had one main office - with great lack of light.

(c) Staff: It was made up of one director, three instructors (one open position), one secretary, one driver, one cook and a cook's helper. (The staff indicated that they should have a nurse as a part of the staff - as they had one when they were under the jurisdiction of the Ministry of Education, but that the SNDC had taken this position away).

- The Director had gone to the University of Oruro and received training in agriculture. He had gone for a 5 1/2 month intensive course on cooperatives in Israel in 1971. Has been Director of the Center since its foundation in 1972.
- One instructor had also attended the same course in Israel, and was a co-founder of this center with the Director, but was a "campesino" with no other formal educational background.
- Two young new instructors, one with an agronomist background and one with some university training in economics.

(d) Educational Support Materials and Equipment: This center, for all practical purposes had almost no teaching aids and supporting educational materials.

- They did not have a duplicating machine - had to have regional office duplicate materials for them.
- They did not have a reference library on cooperatives for themselves or for course participants (they indicated that all they knew was "in their heads").

- They needed a dependable vehicle to take participants out to field and for transportation of materials to the center. Their present vehicle was on its "last legs."
- They needed demonstration materials for the courses they taught in agriculture - such as pruners, sprayers, etc.
- A relatively big orchard was supposed to belong to the center but the "campesinos" surrounding the center have exercised squatter's rights. Thus, for agricultural practices they had to take participants to other farms.

(e) Teaching Methods: No course was being taught at the time of the visit. One had been scheduled but had to be cancelled because of lack of funds. The courses in the past had usually lasted for 3 to 5 months at a time.

- The staff said that they mixed classroom presentations with small groups discussions, general discussions and field practice sessions.
- The curriculum, however, seemed rather rigid, with a great deal of abstract subject matter, particularly regarding cooperatives, their organization and management.
- After a great deal of discussion with the staff, it was determined that about 50% of the curriculum was devoted to cooperatives and 50% to practical agricultural practices.
- Classes were given in Quechua and Aymara, as well as Spanish.
- Staff indicated that they tried to build the curriculum of courses around agricultural seasons.
- They had wanted to develop an "innovative" approach to participant selection in 1975 - by selecting a more homogeneous group of participants from similar agricultural production areas of Bolivia.

(f) Relationships with the Regional Office at Sucre and La Paz: From the conversations it seemed that the Ñucchu staff felt very much isolated as a new entity of the SNDC. They appeared to be getting as much support from the Sucre office as it was able to give - though this was not being given as much recognition by the Ñucchu center staff as by the Sudañez staff.

The staff at Ñucchu felt very bitter about how they had been treated by the La Paz administration of the SNDC since they were transferred

from the Ministry of Education. They strongly felt that definite agreements and contracts, developed for the transfer, had been neglected and broken. They complained of having had very poor communications from the La Paz office - often no response to requests, or even acknowledgments of requests being received. The staff has had no chance to explain their programs to the rest of the SNDC, either at the National nor Regional level.

(4) Paracaya

(a) Location: The training facilities were located less than half km. off a paved road, only about 35 km. from Cochabamba. It had very easy access. The facility belonged to the SNDC, inherited from the Mission Andina, which had built it.

(b) Facilities: The facility consisted of half of a complex of buildings which surrounded an ample field. The other half was run as a separate production entity by the SNDC; it contained carpentry, woodworking, and machine shops.

- One very big classroom with a capacity of 60.
- Office of instructors, big, light and roomy.
- Director's office - needed repair.
- Large recreation room with tables.
- Dormitories seemed adequate - but bathrooms were definitely inadequate.
- Septic tank connected to dorms was completely inadequate, flowing over after a couple of days of use (participants had to "bail it out" every couple of days during courses).
- Kitchen - was in the process of being remodeled. Seemed to have relatively adequate equipment - did have a working refrigerator.
- A problem in all the buildings was humidity rising from the ground, aggravated by salts that were also drawn up. This made maintenance of inside walls and floors a constant problem.
- Had built a pond for raising carp in the square, for demonstration purposes.
- Had developed a demonstration plot of all different cactus varieties staff and participants could find.
- Staff had used artistic ability to paint the outside wall of

one building with two very interesting murals; one depicting the "campesino" yearly life cycle and the other depicting different aspects of the campesino heritage in modern Bolivia.

- The shops at the other end of the "square," though needing upkeep and repair, as well as equipment, held promise for training. However, they were now under a completely separate administration which was to use the shops as a production plant for the SNDC.

(c) Staff: The staff consisted of one director, 4 instructors, one driver, one cook and one cook's helper.

- The Director came from a mining background, where he had been active in mining "Sindicatos" (unions). Has had a variety of short professional development courses in such areas as supervision, cooperatives, community development and human relations.
- The four instructors were all relatively new to this training center. Three had agronomist background, one was a "lider natural" (graduate of the training program) from a "campesino" community. None had any real preparation in teaching methodology outside that which all instructors received upon their initial training within the SNDC.
- The staff expressed a real need to be better trained as teachers.

(d) Educational Support Materials and Equipment: Of all centers visited, this one seemed to be the best equipped.

- They had an adequate typewriter.
- They had a Gestetner Mimeograph machine.
- Had a projector, but because it was an off-brand, had trouble finding parts - even such things as bulbs.
- Had a flannel board and have developed a number of styrofoam visuals to use on the flannelboard - had several styrofoam cutters.
- Have used many signs and posters with messages, which were located in all parts of the facility.
- Had built a model of a rural school and a hanging bridge to be used as visuals.
- Had built a pond to demonstrate carp raising.
- Had developed murals for bringing across a message of pride in the heritage of the "campesino."

- Had samples of weaving that were used in weaving classes.
- Had an almost non-existant reference library for instructors or participants.
- The present pick-up truck was in very bad repair.
- The staff did express a need for - better mobility (pick-up truck) a multi-color mimeo machine, films, film-strips, slides, record player,tape recorder, camera and a screen.

(e) Teaching Methods: No course was being offered at the time of the visit. Reliance had to be given on what the staff said they did.

- Staff indicated that they tried to keep lectures to a minimum and use small group dynamic processes to a maximum, with instructors serving as small group facilitators.
- Staff used Quechua and Aymara as well as Spanish.
- Staff attempted to use students in a cooperative group manner for building maintenance and repair work - for a learning purpose; of manual skills and for learning how to work together cooperatively.
- Staff tried to use visuals as much as possible.
- Staff developed handouts on mimeograph materials for the students.
- Staff regularly used a questionnaire that attempted to obtain information on knowledge and literacy levels of participants, before a course started.
- Staff indicated they would prefer to work with small groups of students rather than large ones - felt constrained by La Paz, which in their opinion demanded numbers vs. quality.
- Staff indicated they would like to develop a sequence of training experiences for groups of participants - again felt constrained in being able to do so.
- Staff indicated they would like to devote more time and energy to follow-up efforts - but because of lack of funds and time could not do so.
- Staff would have liked to draw participants from specific concentrated geographic areas - in support of SNDC projects - but felt constrained by La Paz office. They felt that the La Paz office wanted to see participants come from representative

geographical areas within their district.

- Staff would have liked to exercise more direction in curriculum development in conjunction with the "campesinos" - again felt constrained.
- Staff felt that training on practical aspects of cooperative management such as budgeting and bookkeeping was needed, but could not see how they were able to provide it.
- Staff felt that they needed better training in teaching methodology, communications and in preparing and using a wider range of audiovisuals.
- Staff felt that their training programs have suffered from a lack of continuity, because of high staff turnover.
- Staff was involved in a pilot effort in 1974, in teaching marketable skills, such as simple mechanics, carpentry, tractor driving, weaving. They were enthused about doing such training as an integral part of their program - but the shops the training required were now going to be used for production rather than teaching purposes.

(f) Relationships with the Regional Office at Cochabamba and La Paz:
Conversations with the staff at the training center and the staff of the regional office at Cochabamba seemed to indicate that they maintained excellent cooperative relationships.

Again, as in the other centers, they felt that relationships, communications and support with and from the La Paz office were lacking. They had a high turnover: instructors either going to other training centers or to other divisions of the SNDC, particularly the Cooperative Division, where the pay was much greater: they felt that they were constantly being raided of their best personnel. They felt that the La Paz office had little or no understanding of what they were trying to accomplish or why. They felt that La Paz office considered the training function as low priority and a burden - particularly since there were no real physical end-products that could be pointed to. They were extremely frustrated by the fact that the shops had been separated out of the training component and were to be used as production entities by the SNDC.

(5) Muyurina

(a) Location: The training facility was located right outside the city limits of Montero about 60 Km. north of Santa Cruz, right off a paved highway - with good access. It was a part of a much larger educational complex owned and operated by the Salesian Order, constructed in 1970 with funds from Caritas.

(b) Facilities: The 5 buildings leased for the training center were relatively new and relatively well designed, though needing repair and better maintenance.

- They had four very well designed "cottages," used for living quarters - each accommodating 11 persons with adequate space, even some privacy, with adequate toilet and bath facilities.
- There was one large classroom - which was rather stark and dark. It was in the process of being remodeled. It also served as a dining room.
- Kitchen was somewhat adequate.
- Instructors lived in and had their offices in a separate building.
- All dishes, chairs, beds, etc. were owned by the Salesians.
- The SNDC owned only one desk, 4 chairs, 1 small gas stove (usable only for a small family of 4-5 persons), a few dishes, and the sheets and blankets for the beds. All else belonged to Salesians.
- They received hot water when they asked for it.
- They had to pay extra for the electricity they used.
- The "rent" was paid by the training center by way of providing one of their instructors as a full time teacher (in agriculture) at the Salesian school - effectively depriving the staff of one person.

(c) Staff: The staff consisted of one director, 4 instructors, one driver, a cook and a cook's helper. However, under the arrangement of paying "rent" for the use of the facility, the staff was, for all practical purposes, deprived one of the four instructors..

- The Director was a third year law student when he dropped out. He has taken courses in sanitation, administration, personnel, supervision, cooperatives, adult education, community development and in teaching literacy. He has been with the SNDC for

10 years - the most recent years as an instructor at the Paracaya training center. Has been director at Muyurina for only 3 months.

- The four instructors all were "technicos agronomos;" one had been a "maestro rural." Most of their training has been through in-service type courses offered by the SNDC for its instructors.

(d) Educational Support Materials and Equipment: They had virtually no supporting educational materials.

- They had one blackboard.
- They had a small portable typewriter which was hardly adequate for typing correspondence, much less stencils. They have been borrowing a typewriter - for brief periods - from the regional office at Montero.
- Had no visual aids of any kind - with no means of securing even paper for preparing posters at times.
- Had no reference library for themselves or participants: as the staff indicated "all our teaching knowledge comes from our heads."
- Staff had put in an urgent request for a minimum of educational materials such as a typewriter, projector, films, flip chart, tape recorder, books, paper, markers, etc. but have received no answer.
- Had an extremely antiquated pick-up truck which did have a good motor and transmission - but which was otherwise falling apart.
- They had no materials for use in agricultural demonstration courses.

(e) Teaching Methods: No course was in session at the time of the visit. Again, reliance had to be given to what the staff told the investigators.

- Staff tried to vary teaching techniques according to the groups they were training.
- They attempted to use small group dynamics as much as possible, with instructors serving as facilitators.
- Staff did not want to train 40 people at a time, but wanted to provide training for 20-35 maximum at one time - they felt somewhat constrained by the emphasis the La Paz office placed on numbers.

- Staff would have liked to provide courses at different levels, in stages, for participants and also to follow-up with participants - but because of La Paz policy constraints, lack of funds and adequate mobility could not do it.
- Staff would have liked to offer more community level courses.
- Staff would have liked to concentrate selection of participants from one geographical area according to regional office projects.

(f) Relationships with the Regional Office at Montero and La Paz:

Based on conversations with the training staff and the Director of the Regional Office, relationships between the two seemed to be quite good. Though the Montero regional office also had great resource limitations, they attempted to support the training center in as many ways as possible, such as helping with transportation, duplication of materials, etc.

Of all the regional training staffs, this one seemed to feel the neglect and isolation from the La Paz office the keenest. Besides feeling completely neglected with no real teaching resources to do an adequate job, they felt the problems of low salary even more than all others, because of the much higher costs of living existing in the Santa Cruz area. The staff indicated that they had been asked by the La Paz office to try to move their operations to other facilities - and they wondered what there was to move - except themselves. They felt the facilities had real potential but needed support to carry out a meaningful program. They also indicated that the Salesians were thinking of asking them to leave, because the Salesians felt they were not utilizing the facilities as much as they could.

None of the instructors had his family with him, because of the high costs of living - thus, they were living in isolation, which was depressing.

C. OTHER RELATED TRAINING PROGRAMS

In the short time that the evaluation team spent in Bolivia, it was not possible to identify and contact all the other relevant institutions and programs which could have a bearing on the training programs of the SNDC. However, it was possible to obtain some information about a few such institutions and programs, such as FOMO, two regional radio stations which conducted literacy programs, and a newly proposed

pilot effort in Non-Formal Education to be financed by AID. These programs are discussed below.

1. FOMO - ("Servicio National Para el Fomento de Mano de Obra Qualificada," or, National Service for the Development of Skilled Labor.)

FOMO had, in its 2 1/2 year existence, developed a very successful training program for skilled labor, particularly in the industrial and service industries in urban areas. They have developed a system where they train teachers in teaching methodology appropriate for small classes emphasizing close teacher-pupil interaction, practical demonstration and learning by doing. The official from FOMO that was interviewed (the Assistant Director), emphasized that their organization also had a mandate for training the rural labor force, but has not done much and would like to become more involved in the rural sector in the future.

FOMO had set up a major portion of its courses through cooperative agreements with private industry, schools, and other governmental institutions. This official indicated that they would not be averse to the development of joint programming efforts in the rural sector.

2. Non-Formal Education

A pilot proposal for funding by AID was being considered at the time this study was undertaken. The consultant who was putting the proposal in its final form was interviewed and drafts of the proposal were made available to this team of evaluators.

However, it was very difficult to tell, from the information given, what the purpose of this new program was going to be, who it was supposed to reach, how it was to be carried out and who would carry it out. The SNDC was mentioned as a cooperating agency in the proposal, but details as to how and why were not available.

The only firm information on this proposed pilot effort was that it would be in the Cochabamba area and that 30 rural communities had already been selected. In addition, the proposal called for close cooperative work with Radio San Rafael, out of the City of Cochabamba.

3. Regional Radios

The evaluation team became acquainted with two similar radio stations, one located at Sucre (ACLO) and one located at Cochabamba (San Rafael). Both were non-profit radio stations, getting their support primarily from European Catholic Church sources. Both operated a literacy program through the air with the use of local trained volunteers.

Both stations have had a limited contact with and had cooperated (through public announcements) with the regional offices of the SNDC at Sucre and Cochabamba and the regional training centers at Zudañez and Paracaya. It was not possible to visit with the people of ACLO, but an interview was held with the staff of Radio San Rafael. They were very receptive to possibilities of working out joint programming possibilities. At the time of the visit, the Regional Office of the SNDC was starting to develop closer ties with Radio San Rafael related to some community projects they were engaged in.

D. CURRENT PLANS FOR REDIRECTING SNDC PROGRAMS

In the latter part of 1974, the SNDC, with the cooperation of USAID/Bolivia, began a major effort to examine itself and where it was going. This was prompted in part by the fact that the current AID Loan - 044 was going to expire, the need to prepare for a new AID loan application, and the changed circumstances under which the agency worked. The first step in this process was a new long range plan developed and published at the end of 1974.

After a period, in which staff members reviewed this new plan, the SNDC renewed its efforts, particularly at the National level, to reexamine its purposes and means for achieving them. The authors of this report arrived in Bolivia at at time when this intensive reexamination was taking place. They found that the situation, regarding future plans for the SNDC changed literally from day to day. Some of these changes were being implemented as they were present,such as the shift of the "Division del Bienestar de la Mujer" from one major Department into another.

With this fluid situation, it was not possible to obtain a clear and solid impression of what specific plans SNDC had, nor what specific plans were to be for its training component.

At first, upon reviewing the published long range plan of work, an impression was gained that the training division would do "more of the same, only more so." That is, keep

on providing in-service education programs for SNDC staff in the usual topics within the usual formats, and to do more training programs for "lideres" and "campesinas" as they had done before. At the time of this study, a draft of a revised plan for this Division was obtained. Again, though changed somewhat, it did not offer too much that seemed new. However, during several top level meetings, the last week the authors were in Bolivia, some considerable progress was made in developing some new insights and ideas as to what the training component of the SNDC should do in the future. It appeared that these meetings and future such sessions will be very useful for the SNDC in better defining overall and specific purposes, roles and responsibilities.

Though no specific information was available on the new directions the SNDC was contemplating, some broad general directions had been decided upon. The SNDC has decided that it would de-emphasize its number one priority - the assistance of local rural communities in building up their "social infrastructure" - i.e. building schools, health posts, potable water systems, sewer systems, small access roads, etc. It decided that it would give priority attention to "income generating" projects, particularly through the vehicle of cooperatives - i.e. projects that would build up the local rural community economy - particularly its agricultural economy.

It was in light of these broad new directions that the initial planning efforts of the Training Division seemed somewhat inadequate. However, as already mentioned, this division seemed to have risen to the challenge and was attempting to develop new plans that reflected a new reality and a different future.

SECTION II -- ASSESSMENT OF THE SNDC TRAINING COMPONENT

The authors of the report felt that it was necessary to separate out their assessment of the overall training component and its individual parts into a separate section. They felt it was necessary to be able to make a clear distinction between the "objective" information obtained and the "subjective" impressions gained.

This section will deal with: general assessment of the training component at all levels; an assessment of the national level part; general impressions pertaining to all the regional training sessions; and finally an assessment of each of the individual regional training centers -- in the same order they were discussed in the previous section.

A. OVERALL ASSESSMENT

The evaluation team, after it "recovered" from an initial episode of "culture shock" (it was difficult to accept the extreme gap between educational institutions and facilities in the USA and those that were observed in Bolivia) became very impressed with many aspects of the SNDC and its training component.

It was obvious that all personnel connected with the training division and the regional training centers were honestly very dedicated to their job. Working under adverse financial conditions, with very limited resources, they persevered in the pursuit of their responsibilities. Though many of these staff members were quite depressed by the conditions they had to work under, at the time of the visits, they all had an underlying foundation of hope and optimism that kept them going. This was a heartening phenomenon, one of the big pluses of the training component of the SNDC, that should be capitalized on in future efforts.

Related to the above, the achievements of the training division in past years was quite impressive, especially considering the very limited resources they had available to do the job. Regardless of how one could interpret the numbers, it was an impressive achievement that 6833 community level promoters or leaders were trained from 1971-74. Or, that through 54 different kinds of courses, at the centers and communities, 2508 different people were trained in diverse topics in 1974 - the last year of full operation.

These were impressive achievements done under restricted conditions. Though the AID Loan-044 did pay for all SNDC salaries and operating costs during those years, no real financial provisions were made, either through the loan or GOB funds, for equipping and maintaining the regional training centers as educational facilities. Only the absolute minimum, mainly for building maintenance and repair, had been available. This fact made the achievements even more impressive. Though many specific deficiencies were observed by this evaluation team, which are detailed in the following parts, the overall assessment of the SNDC component remained, that it was a viable and necessary component of the organization and that it had great potential for the future roles it was to assume. It is hoped that the negative impressions detailed in the next three parts of this section do not detract from this overall assessment.

B. THE NATIONAL LEVEL

1. Staffing at the National Level

The coordination and direction of the regional training center programs is not an easy job, but the national level staff seems to have been able to do a creditable job of administering them. However, an impression was gained that the national staff had become relatively inflexible in their leadership roles related to the training programs. This to some extent seems to have been due to a lack of training the national staff has had in subject matter related to their responsibilities.

Only two persons, the Director of the Department of Investigation and Training, and the person responsible for curriculum development had any kind of formal background in the field of education. All others had a very limited background in education, such as: curriculum development; learning-teaching theories; teaching methodology; adult education or non-formal education; evaluation of educational programs; use of audio-visuals and other teaching aids; etc.

It appeared that a successful training formula had been developed several years back, which was being rigidly adhered to, with no real innovations for several years: innovations in training format; curriculum development; selection of participants; follow-up of participants; evaluation of programs; etc.

Conversations with the national level staff indicated that this rigidity was highly ingrained and might thus be a problem in the future. The changing demands of the changed emphasis of the SNDC will require a greater knowledge of education, greater leadership ability and much greater flexibility. The national level staff will have to upgrade its capabilities in the future to meet the challenge.

2. Curriculum Development

The basic curriculae for most of the courses being taught at the regional training centers were developed some time ago. It seemed that once they were developed they were rigidly adhered to, with minimal changes to reflect new demands.

The curricula were developed at the national level, with minimum of input from regional training center staff. It appeared that certain curriculae were even mandated to the centers. Regional training center staff indicated that they made some changes,but felt constrained in making major changes. This problem might stem from the old educational standards by which some of the national level staff grew up with -- i.e. the idea of the school master being all knowing, being in control at all times, and imparting knowledge downward to the student.

With the inflexible curriculae, a certain element of inbreeding was apparent. All regional center instructors were taught the same subject matter in the same way and they in turn were teaching the same subject matter, in the same way, to participants at their centers or in the communities. There was no evidence that major curriculum changes had been made at the LaPaz level or allowed at the regional centers.

Many people in different places in the world, despite similar backgrounds, have been able to overcome such outlooks and become creative educators. Hopefully, with some outside help, this can be the case in the SNDC training division. A more creative and flexible outlook on curriculum development is definitely needed in the future, to support the SNDC's new and expanded objectives.

3. Coordination With Others

Based on the many conversations with people inside the SNDC, at La Paz and at the regional level, there appeared to be a minimum of coordination between the

Training Division and the other Departments of the SNDC -- particularly it's Department of Community Projects. Whatever coordination there was, appeared to occur at the regional level between the staffs of the regional offices and the regional training centers. It appeared that the Training Division had its programs that it was going to carry out as usual, regardless of what others were doing. This was apparently a side effect of the relative rigidity in outlook that was observed. No malice or real inter-organizational squabbles were present - the lack of coordination seemed more an unconscious result of relative rigidity and the usual intra-organizational boundary maintenance efforts (the latter found within any organization, any place).

There appeared to also be a disregard, at the national level, of other related educational programs with which the SNDC could link up with, to the advantage of both. Some cursory efforts seemed to have been made to contact other organizations, but without much conviction and perseverance. This could be a natural result of the success the SNDC training component has had, which could have developed in the minds of its staff that others couldn't offer much of worth to what it was doing. However, it appeared to this evaluation team that other organizations could offer a great deal to the SNDC training component, to the mutual benefit of both.

4. Communications and Relationships With Regional Training Centers

Bolivia suffers from poor means of communication and transportation. It was thus no surprise that the training component of the SNDC, with it's headquarters in LaPaz and with five regional training centers scattered around the country, suffered the same problems. Some complaints about poor communications between the national office and the regional training centers would have been natural and caused by factors outside the control of the SNDC. However, there was some evidence that these communications suffered from some additional problems.

Regional training staffs complained quite bitterly at times, about inattention from the LaPaz office. They complained about the time lag that was involved in obtaining a response to inquiries and requests. At times, their letters were not acknowledged. They felt that they were never informed about many things that affected them. It seems that this problem had two root causes. First, the staff

at the national level was very small and overworked -- which would account for the lack of timely response. Second, though the national staff knew of certain things, they never considered the possibility of explaining these to the regional staffs -- which resulted in many misunderstandings. It is doubtful that this was an intentional thing, rather a reflection of the autocratic background of the staff and the organization.

Most of the communications problems between the National office and the regional training centers would be solved by the national level staff giving the regional staff more information about what they are doing or not doing and especially why. The national level office was working under tremendous limitations -- but the regional staff didn't know about them and thus couldn't understand why certain things were the way they were.

5. Logistics

As mentioned above, efficient transportation was a great problem between different parts of Bolivia. This was a contributing factor to problems of logistics between the national office and regional centers. Regional center staffs complained that courses were often completed before the needed money, material and food (donated Food for Peace) arrived at the centers. They anticipated some of this, but felt that these delays were due to more than the usual expected transportation and logistics problems. This was probably caused by the limited number of staff at the national level, but their reasons were not communicated to the center staffs, who thus didn't understand.

C. GENERAL ASSESSMENT OF THE REGIONAL TRAINING CENTERS

The evaluation team gained some impressions that were common to all the regional training centers. These are detailed in the following sections, dealing with the facilities, the staff of the regional centers, the curriculae used and the educational equipment the centers had available.

1. Facilities

Except for Paracaya, and to a certain extent Pillapi, facilities were in general quite inappropriate as training centers. The physical conditions were depressing, there was a uniform lack of maintenance, and general disrepair. These conditions were not the best atmosphere for learning experiences. It is a credit to the

staffs that they have done what they have under these conditions!

The biggest cause for this problem seems to be the lack of a budgetary item for keeping the physical facilities in better repair and for proper maintenance.

As mentioned, most of the facilities were, even if in good repaid, not suitable for training centers. Part of the Pillapi center and the Nucchu center were old haciendas, more suitable for historical preservation than as training facilities. No amount of surface repair and minor modification would alter this fact. They could have been remodeled, patterned after other educational centers in other parts of the world, but not to serve the purpose of training rural indigenous leaders of a developing country. Besides, the cost of properly remodeling these facilities would probably be quite high, and the funds required could be better used to lease better facilities or to build new ones.

2. Educational Aids

Related to the condition of the facilities, was the uniform lack of educational support materials that were needed to do the job, including such basics as: an adequate typewriter; adequate duplicating machines; adequate audio-visual equipment and materials; adequate equipment to produce such materials; adequate transportation; minimal reference libraries; etc.

This was caused again by a lack of funds or budget items to equip the centers; either through the AID Loan-044 or through GOB funds.

It appeared that despite these limitations, the centers were still quite successful in training participants. One could only speculate how much more and better these might be able to perform if they had better means. What was disconcerting was that it would not have been very expensive to equip all centers with some basic minimum equipment -- which would have doubtlessly increased the quality of their teaching to a great extent. Most of the basic equipment needed by most of the centers was not very expensive.

3. The Staff

The motivation and dedication of the regional training center staffs was very

impressive! Working under tremendous constraints, such as low salaries, minimal equipment, low living conditions, inadequate facilities and isolation, they have done wonders.

However, these adverse conditions have taken their toll on the staff. Despite their dedication and motivation, their morale was low. There appears to be a very high turnover rate among the instructors and directors of training. The salary scales for the training staffs were the lowest in the SNDC, and this took it's toll on them.

Though highly dedicated, they did lack in some areas. Most needed better preparation for the roles and responsibilities they had to fulfill: and most of them openly admitted that they needed better training themselves. They needed training, not so much in subject matter, as they did in such things as: teaching methods; curriculum development; development and use of proper audio-visuals; how to motivate and involve participants; evaluation of teaching efforts. However, they did also need some training in new subject matter areas, and will undoubtedly need much more in the future, to cope with the new direction the SNDC is taking. This applies particularly to the field of organizing, maintaining and administering viable production and marketing conservatives.

The educational background of instructors was predominantly that a few years of college level agriculture. Most were or called themselves "technicos agronomos." It seemed that the SNDC could and should have such agronomists on the center staffs, but that a greater effort should be made to obtain instructors who had also educational background in other disciplines -- such as education, economics, and other social sciences.

The evaluators could not help wonder if the considerable success of the regional training centers couldn't have been augmented by having had staff which had a better preparation for their job. It appeared that the biggest obstacle to this end was the low salary scale -- as mentioned, the lowest in the SNDC for people in professional roles. With low salaries being the biggest factor in the high turn-over rate, a process slowly begins to snowball; namely, only the most dedicated or the least qualified will stay. This is unfortunate, and should not be allowed to happen.

4. Curriculae

It was already mentioned that curriculae used were relatively rigid and had remained relatively unchanged for many years.

It was a problem that most of the regional center staffs recognized and pointed out themselves. However, they felt constrained in being able to change this situation by two things. First, they felt that they had no support from the LaPaz office that would have allowed them to innovate. Second, they felt that they themselves needed better preparation, in both subject matter and process before they could do an adequate job of revising curriculae at the centers. It was heartening, however, to notice the real eagerness and desire to be able to change the curriculae to better meet the educational needs of their clientele. This very positive factor should be built upon in the future.

D. THE INDIVIDUAL TRAINING CENTERS

In this part, the intention was to record the more specific impressions and judgments obtained at each of the regional training centers: Pillapi, Zudanez, Nucchu, Paracaya and Nuyurina. They are organized as to impressions on the facilities, the staff, teaching techniques and educational support materials.

1. Pillapi

a. Facilities

There was a stark contrast between the men's training facilities, in the ex-hacienda, and the women's facility.

The men's facility was extremely poor, including the classrooms, dorms, bathrooms, kitchen and dining room. In the opinion of this team, there didn't exist any real possibility of adapting the ex-hacienda into a viable and effective training center, except for shops and fields. The main ex-hacienda house could better be adapted for office use, but not as a training center with adequate dorms, classrooms, etc.

A conflict existed between the training center and the production unit regarding goals of the whole ex-hacienda facility. The production unit was in "full gear" evidenced by the abundance of the potato harvest stored all

over in the ex-hacienda including in the unused rooms of the men's training facility. The director of the production unit made it quite clear the he regarded the ex-hacienda as a model production center of agricultural products and that the educational function was of no real significance. He even indicated that the proceeds of the production unit could help restore the ex-hacienda to its original glory. This was laudable, and the products of the land that went with the ex-hacienda could help the financially strapped SNDC and could provide food that could be used in the various training centers, but if this was done at the expense of the training function, a great opportunity will have been lost.

Even though the women's facility was in much better condition and better equipped than the men's center, much of it was also deficient. On the positive side, it was a facility that had been built as a training center about 10 years previously, thus did not need many structural alterations. However, it did need some repair and maintenance work.

One item that gave some concern, was that this training facility was quite isolated. Access to the facility could be a problem. However, being only one of two such centers "owned" outright by the SNDC, it was a liability that could be lived with.

b. Staff

The director was quite discouraged in his new job, encountering many difficulties with little support, as perceived by him. The instructional staff seemed to be highly motivated, but were quite demoralized because of the problems of receiving their salary and the "bonus" for living expenses in the field.

c. Teaching Techniques and Curriculum

The curriculae used seemed to be inflexible. At the community courses, the instructors try to obtain inputs from the participants, but it was not apparent that significant changes were made as a result of the input given. Course materials were not given out at community level courses.

Two community level courses were observed briefly. Though the instructors attempted to draw participants out in discussions, the teaching methods were still largely those of the "expert" lecturing down to the student. The instructors did use Aymare freely, which was very useful to the participants.

d. Educational Aids

The centers lacked a real reference library, for the participants or for the instructors. There was some lack of audio-visual equipment and demonstration materials. Those that they had needed replacement, for example the first aid kits which were 10 years old and were mostly imcomplete. Or, the anatomical charts, donated 10 years previously, which were printed in English and were quite complex. They had a supply of bicycles to be used for certain participants (the "auxiliares") for going out into communities: most were in disrepair and in bad condition. The kitchen was not adequate for conducting classes in cooking and nutrition.

2. Zudañez

a. Facilities

At first appearance this facility seemed to be quite adequate. However, being owned by a private company, the SNDC was extremely limited in the kinds of changes they were allowed to make to the structures, etc. To make the center more appropriate and effective, many changes were needed but these were not permitted. The kitchen was the worst one of all the centers. It was hard to believe that the cook could prepare an adequate meal in these facilities. The classroom arrangements left something to be desired. The Center was very isolated but the staff said "the isolation was no real problem to the participants." A shortage of blankets was of concern, since some of the participants did not complete the course stating that they were too cold at night. There was no clothes storage for the participants.

b. The Staff

The staff was quite dedicated and concerned about doing better. The two "veteran" members of this staff seemed to have a good insight in effective teaching techniques, which they have apparently communicated to the rest of the staff. It did seem to be top heavy with agronomists.

c. Teaching Techniques and Curriculum

The staff felt constrainted, by lack of resources and by lack of support, in developing different formats for their courses. They were quite interested in being able to develop sequential courses of shorter duration and in obtaining participants from small geographical areas.

d. Educational Aids

There was a real problem with adequate transportation -- a must in this isolated location of the center. The staff had to dig into their own funds in order to keep the pick-up truck in running condition.

Audio-visual equipment was sadly lacking. There were filmstrips that could not be used for lack of a projector. They did not even have a flip chart that could be used. The didn't have any library of reference materials, for themselves or participants. They lacked land which they could use for demonstration purposes, for agricultural practices -- a part of every curriculum. The overall impression received was that a real lack of any educational aids was present which hampered the staff in being able to do a better job.

3. Ñucchu

a. Facilities

Though relatively close to the city of Sucre, this facility was still very isolated -- at times cut off when the two rivers, at whose junction it was located, were full. The facility was the old summer hacienda of a former president, from a prominent family. In general, it was completely inappropriate as a training facility -- used only because it was available, as it belonged to the GOB. Even if massive modifications were made, it would still not be appropriate in the long run. The rivers were eroding away the retaining walls and eating into the banks and a major reconstruction would probably have to be undertaken in order to avert eventual destruction of the facility by river flood waters. Through poor relationships with the "campesinos"living right around the facility, the staff couldn't even use the agricultural land that went with the ex-hacienda for agricultural demonstration purposes. In general, the impression was gained that this was a facility that was not worth saving.

b. Staff

The staff was very dedicated to this training facility and to the goal of training people in cooperativism. The director and one of the instructors had attended a 5 1/2 month course on cooperatives in Israel, and it was largely through their own initiative that this training center was opened originally, under the Ministry of Education.

The staff felt very isolated, neglected and resentful since the Center was transferred from the Ministry of Education to the SNDC. They felt unappreciated and misunderstood. An impression was gained that they had a "chip on their shoulder" regarding the SNDC.

Besides the training that the two staff members received in Israel, the staff had no real other training on cooperatives, their organization, administration and management. It seemed that they might need the benefit of further in-service education in order to keep up with this subject matter area.

c. Teaching Techniques and Curriculum

This training center had only one major curriculum, to teach subject matter related to cooperatives -- it was the national cooperative training center.

The curriculum had been developed at the time their center was first organized and did not seem to have changed much over time.

It was very surprising to find out that 50% of the curriculum (and time of the courses) was spent on topics directly related to agricultural production practices. It appeared that though this might be practical, in terms of their audience, it diluted their efforts at dealing with the main purpose of their existance -- cooperativism. The logic that rationalized the teaching of this amount of agricultural production practice subject matter would also dictate that maybe 80% of the curriculum ought to be devoted to these topics!

The predominance of the agricultural frame of mind was demonstrated in the explanation of why the staff had decided to make a major change in their

courses. Rather than select participants from across the country, they wanted to select a more homogeneous group of participants -- from similar climactic areas that had similar agricultural crops. This would allow them to better teach agriculture to all participants in each course. This was a laudable change, but it was lamentable that the staff was not considering similar changes that reflected the main purpose of the center -- changes that enabled them to better teach cooperativism.

d. Educational Aids

The impression gained was of extremely limited resources to do the job. No library, no projectors, no flip boards, no typewriter, almost no instruments for agricultural demonstrations, all gave a very negative impression. It was a wonder that the staff didn't have lower morale and a greater wonder that they were able to persevere and teach with such limited means. Credit must be given to their great dedication!

4. Paracaya

a. Facilities

This facility seemed to be superior to all the other centers. It wasn't isolated, had good access and had some real, but in part undeveloped, potential. It did suffer serious maintenance problems due to the soil conditions and poor drainage. However, the basic potential of the buildings indicated that it would be a useful investment to try to correct these problems, even if the cost were relatively high. Even with the maintenance difficulties, the staff had managed to keep up with most of these difficulties.

Conflict existed between the production unit and the training unit, particularly since the training staff realized the value of training marketable skills as a result of a pilot effort in 1974. This conflict seemed to be serious and needed to be resolved.

b. The Staff

The staff, though it had the same general background as all others, appeared to be more creative than most and seemed to exercise more ingenuity on their jobs. In spite of limited resources (though not as limited as in the

other centers) they seemed to be utilizing them to their fullest potential. Particularly impressive were the artistic abilities that the staff put to use in developing visual aids of all kinds for different purposes. The staff also seemed to have the greatest sensitivity to the needs of the campeniros.

c. Teaching Techniques and Curriculum

The impression was gained that the staff really did try to apply innovative teaching techniques, particularly small group discussions, problem solving small group workshops, using participant group work in building maintenance, and the use of visuals. The painting of outside murals, the creation of a carp pond, the development of a cactus garden were also evidence that the staff was trying to be innovative and using all kinds of resources to help in teaching.

d. Educational Aids

As already mentioned, the staff used a great deal of innovation and creativity in designing visual aids. However, they did have problems, due to lack of funds, in keeping audio-visual equipment in working order. Their ingenuity was demonstrated by their cutting down on food costs for previous courses, in order to save money, to be used in remodeling the kitchen, which needed it. This was done because no other funds were available. This self-reliance and initiative was impressive, but had its limits, due to lack of resources.

5. Muyurina

a. Facilities

Like the Paracaya facilities, the location was very good, with good access. A part of a large educational complex, most of the buildings were well suited for their educational purpose. The dorms were the best of all the regional training centers; they even provided participants with a certain relative degree of privacy! However, in the tropical climate, it seems that maintenance was a problem.

The arrangement by which these facilities were "rented" from the Salesian

Order was dumbfounding to the evaluators. This was an intolerable arrangement, to the detriment of the morale of the staff and to their training function!

b. The Staff

This was undoubtedly the most demoralized staff of all the training centers. Living away from their families, low pay, high costs of living, perceived isolation and unresponsiveness from LaPaz all contributed to their low morale. They felt quite rejected.

c. Teaching Techniques and Curriculum

The director of the center had only recently moved from the Paracaya training center, where he had been for several years. He was trying to initiate some of the same innovations, that had been tried in Paracaya, at this center. However, because of no resources, was able to do almost nothing (which was very frustrating to him).

However, in training methods, the staff seemed to be trying to utilize more open methods; using small group sessions and involving the participants in the learning experiences.

d. Teaching Aids

It was apparent that this center was the most poorly equipped. They had literally nothing to work with. This was disheartening!

SECTION III - RECOMMENDATIONS

There was a common thread to all the accounts about the SNDC success in the past five years or more. It was the fact that the SNDC did not fully get off the ground until it had developed a viable training component which trained local "campesino" community leaders and also trained their own staff. The crucial factor in the SNDC's success was the trained campesino leader who returned to his home community and began promoting changes through group action and then also served as a link to the technical and financial resources of the SNDC.

With this formula, the SNDC engaged in a vigorous program of community assistance, primarily in building up the "social infrastructure" of rural Bolivian communities, i.e. helping communities build schools, health posts, access roads, potable water supplies, sewer systems, and the like. This program was so successful that in the past couple of years the SNDC had more project applications than it could handle. The above projects had helped a large number of rural communities obtain basic public facilities. It was at this stage that the SNDC found itself in at the time of evaluation - a stage in which it was reevaluating its objectives for the future, in light of the successes of the past.

With the decreased need of local community "promoters," trained by the SNDC at the regional training centers, and the lack of funds in general, it was found that the vital SNDC training function was at a low ebb at the time this study was undertaken. It seemed to be neglected, ignored and inadequately supported. Its staff was ill supported, highly demoralized and many were not as well prepared for their jobs as might have been desired.

The SNDC appeared to have charted a basic new direction for the future, concentrating more on projects that would be income producing, particularly through production and marketing cooperatives. It was the judgment of this evaluation team that the original combination of training local leaders, who would return to their communities to help promote for projects that could be implemented with the financial and technical assistance of the SNDC, was still a valid one. And, that this formula could and should be applied to the new directions the SNDC was comtemplating.

The SNDC had a very valuable asset in its training component and should rebuild it to meet the new needs of the future. The training component had many basic good qualities which provide a solid foundation for substantial improvement. A meaningful investment,

through the proposed new USAID loan, in this training component, could pay great dividends for the SNDC as a whole, in achieving the objectives it has set out to achieve. To a large extent, the success of this new program will hinge on a viable, flexible and aggressive training component within this organization.

Keeping these thoughts in mind, the evaluators have developed a series of recommendations for strengthening the training component of the SNDC. It is hoped that these can help the SNDC and USAID/Bolivia as they consider the challenges that lie ahead. The recommendations were divided into three kinds: those that applied to the national level; those that applied to all the regional centers in general; and finally, specific recommendations regarding each individual training center.

A. RECOMMENDATIONS FOR CHANGES AT THE NATIONAL LEVEL

1. The present "Departamento de Investigacion y Capacitacion" should be reorganized. The "Division de Investigacion" should be taken out of it, and the Department be renamed "Departamento de Capacitacion," with training as its only function.

During the stay of the evaluators in Bolivia, the SNDC transferred one of the 3 Divisions ("Div. de Bienestar Social de la Mujer Campesina") out into another department. This positive move should be followed by the above move. There is apparently little, if any, relationship between the "Division de Investigacion" and the "Division de Capacitacion." The "Division de Investigacion" could play a much more significant role by being a part of the "Division de Planificacion" within the Administration of the SNDC - and this could thus become a "Division de Planificacion y Investigaciones" serving the whole organization in its programming and evaluation functions. This supports a prior recommendation made by AITEC.

2. The newly reorganized "Departamento de Capacitacion" at the National level will need to be strengthened, by the addition of new staff. The SNDC should make every effort possible to find: (a) a new person to take leadership in curriculum development; (b) a new person who could take leadership in helping prepare teaching aids; and, (c) a sub-administrator who can help out with administration of this Department and with logistics.

It is imperative that the SNDC infuse the training function with new blood, people who have the background and training to help revitalize this part of the

organization. The present national level staff, though highly dedicated, needs such an infusion in order to help overcome their own limitations; the limitations of a certain amount of inertia and limitations of educational background and capability in the areas of curriculum development, teaching aids, etc. Also, they need additional staff to help them keep up with the communications and logistics needs of the regional training centers.

3. A Technical Advisor, full time should be provided by USAID to work with the Training Division of the SNDC. This Technical Advisor should have a background (training and experience) in Non Formal Education - curriculum development, teaching materials, and in training methods.

It became more and more obvious that the training component of the SNDC was a vital factor to the success of its new ambitious programs. USAID should invest a full time T.A. to help insure that this function is performed at its full potential.

The training programs of the SNDC were the only Non Formal Education programs effectively reaching the rural "campesinos." It has had a tremendous impact on "campesino" communities in all parts of Bolivia, not only on the participants of training courses themselves, but through a multiplying factor, countless other people. This Non Formal Education program derserves to be nourished and cared for. With a little more investment, it can be even more effective than it has been in the past, with a greater impact on the lives of the "campesinos."

The full time Technical Advisor can provide expertise and knowledge that is presently not available within the SNDC, and even very rare in Bolivia. The present staff, even with some "new blood" and the best intentions will not be able to pull itself up by its bootstraps. They need and deserve the assistance that could be provided by a capable Technical Advisor to get them started. Such a Technical Advisor could provide sorely needed expertise in such things as: better curriculum development; teaching methodology; interagency (and intra-agency) cooperation; design and use of educational aids; and evaluation of educational programs. The training component needs and deserves this opportunity to build upon past successes. Out of the large amount of funds that will be loaned for expanded new directions of the SNDC, this would be one of the best investments that USAID could make.

4. The Administration of the SNDC should demonstrate its full support of the Training Department and training function of its organization. This it can do in three major ways: (a) By upgrading the salaries of all the Directors and Instructors of the regional training centers, so they are on par or even much closer to par with the salaries of the Directors and Technicians of the Regional Offices of the SNDC; (b) By providing a more reasonable amount of financial resources to the training centers so they have the means to do the job; (c) By improving communications with the staffs of the regional training centers.

Unless the salaries of the training center staffs are upgraded, the SNDC and USAID will be "whistling in the wind," regarding the improvement of the training function of the SNDC. The present salaries of these staffs are the lowest in the organization, which have contributed to the following: (a) a feeling by the staff that they are at the bottom of the heap, that their function is regarded as being the least important in the SNDC; (b) a high rate of turnover, caused by good instructors and/or directors constantly moving "upward," salary-wise, into better paying positions within the SNDC - or just moving out of the organization to better paying jobs elsewhere; (c) as a consequence, the training center programs lack continuity of staff; and (d) often the less qualified people are the ones who stay, thus slowly but surely debilitating the programs offered.

The fact that the regional training centers have no resources, of almost any kind, to fulfill their training role is very demoralizing to their staffs. They are not asking much - just enough to keep going. This lack of resources has been interpreted by these staffs as being lack of support.

Communications between La Paz and the regional training centers are presently very bad. Some of this is unavoidable, due to the actual means of communication. However, there have been few efforts by the SNDC Training Division to communicate directly with the regional training center staffs as to why things are the way they are, or what is being attempted, etc.

5. The reorganized Department of Training needs to develop closer cooperative ties to the other Departments within the SNDC, in order to better be able to program training that is complementary and supportive of the new expanded programs of the SNDC.

The problem of inter-departmental cooperation at the present seems to stem more from a matter of attitude by the administrators of the different Departments, particularly the attitude of the administrators responsible for the training component. This needs to change. It is hoped that this can be changed with the help of the T.A. and with the infusion of new staff members in the Department of Training. The Training Department should be taking the initiative in such inter-departmental efforts and set an example, if possible. There seemed a lack of dialogue between the heads of the different Departments, which needs to be overcome - for everybody's benefit.

6. The Training Department should take leadership in opening up a dialogue with other institutions in Bolivia (at the National and regional levels) that are involved in some aspect of training in rural areas - such as: FOMO; the Agricultural Extension Service in the Ministry of Agriculture; the Ministry of Education; Radio ACLO in Sucre and Radio San Rafael in Cochabamba, etc. The purpose of these dialogues should be to explore ways in which SNDC Training programs and other educational efforts can be coordinated, and to explore ways of programming new joint efforts.

Of greatest potential at present are the possibilities of joint efforts with FOMO. There are these areas in which the SNDC and FOMO could work together: (a) FOMO has an excellent training program for training teachers in teaching methodology applicable to small group training, personalized teaching, practical demonstration teaching, etc. The instructors of the regional training centers could profit from such a training course; (b) FOMO is expanding its training programs into the rural areas and could well do this in conjunction with SNDC; (c) and finally, FOMO could assist SNDC in making maximum utilization of the Pillapi and Paracaya training center shops for training campesinos in basic skills of carpentry, machine work, small motors, handicrafts, etc.

7. A policy should be developed at the national level and implemented at the regional level regarding a new course cost structure. This policy should result in the patricipants of courses paying a greater proportion of the costs of training. It might include a sort of sliding scale of proportional costs that participants should bear according to the purpose of the course they attend. This policy should also result in sponsoring organizations bearing a larger proportion of the training costs.

The interviews held with the regional training center staffs indicated that the proportions of the total cost, borne by the participants, the sponsoring organizations and the center, varied quite a bit. This situation should be remedied, with a more uniform system of assessing costs.

In addition, evidence was found that participants and their sponsoring organizations would be willing to pay a greater share of the training costs. This is particularly evident for those courses that fit the needs of the participants and sponsoring organizations. Caution must be given to not raising these costs to the point that the "campesino or campesina" would not be able to attend. The greatest promise for raising course costs to participants seems to be for those courses which provide participants with marketable skills that will directly help them raise their level of living. Thus, probably a sliding scale of costs could be developed for different courses offered.

B. RECOMMENDATIONS REGARDING ALL REGIONAL TRAINING CENTERS

The following are recommendations that apply to all the regional training centers. They have been divided into four general areas, dealing with; (a) curriculum changes; (b) staff changes; (c) equipment needs; and (d) building intra and inter institutional relationships.

1. Recommended Curriculum Changes

a. The emphasis on long courses taught at the centers (2-3 weeks, up to 3-5 months) should be discontinued. The centers should not provide, unless specifically justified, courses within a center that last longer than 2 weeks at one time.

The extended periods that many participants spend at the training center can be counter-productive. This present emphasis is a remnant of the strict formal schooling philosophy of taking rural farm people, of limited circumstances, and isolating them in a "boarding school" in order to make any kind of progress. This is no longer a valid assumption. Also, the extended time periods participants and instructors are away from home and community cannot be beneficial to healthy family relations and community relationships in the long run.

b. There should be less emphasis on "one shot" courses at the centers - where the participants are kept until they learn all the subject matter they are supposed to learn. There should be a much greater emphasis on designing shorter courses, in sequence, where the participants can go home for several

months between the short course offerings.

Curricula for center level courses should be designed in such a manner that courses be given in a sequence of 2, 3 or 4 short courses for the same group of participants. This gives participants time to practice what they learn between the course sessions. Based on their experiences, they can feedback success or failures or problems at each of the course sessions after the first one, and thus better learn.

c. A greater emphasis on follow-up with center level course participants is needed - between short courses and after they have completed courses.

Though the SNDC emphasized follow-up of course participant, it was generally emphasized on paper. This principle should be put in practice, especially if the emphasis is toward more short courses in sequence. The center staff will have to have adequate resources for follow-up activities.

d. A greater emphasis should be given to selecting all participants from a small geographical area, rather than always obtaining participants from the widest possible geographical area.

In conjunction with the Regional Office, the training center staff should determine specific areas where training could do the most good. Selection of the area should depend upon present or anticipated projects of the SNDC.

e. Greater flexibility in subject matter content covered at training center level courses is needed. This means a more flexible use of subject matter topics presently being used; the addition of new subject matter topics, and the placing of greater emphasis on subject matter related to cooperativism.

The disuse of the subject matter topics that have traditionally been used, such as community development, human relations, groups dynamics, leadership, cooperativism, home improvement, and nutrition is not being advocated. These are basic subjects matter areas that should continue to be taught. It is recommended, though, that more emphasis be given to cooperatives - but not as abstract subject matter, rather on practical topics such as budgeting, bookkeeping, management, administration, etc.

More emphasis should be given to handicrafts and training for producing semi-skilled workers, e.g. small motors, mechanics, carpentry, etc. Based on the results of the pilot effort in 1974 at Paracaya, these are skills that can be used back in the home community - that will contribute to and increase the pool of skills available to each community, as well as provide the individuals with an increased source of income.

f. The teaching of practical production agriculture should be de-emphasized somewhat, particularly at the training center courses.

It was found that in many cases a large proportion of the time, of a center level course, was devoted to subject matter related to agricultural production and to demonstration sessions. In the case of the Nucchu center this even amounted to 50% of the curriculum.

Training in this area will continue to be important, but should not be dominant. Also, if other new subject matter, which is equally important, is to be taught, this area related to agriculture will probably have to be cut back.

g. More community level courses need to be taught (with a somewhat more flexible curriculum and better teaching techniques).

Center training staffs as well as staff from the Regional Offices agreed that the community level courses were very effective and that more should be given. These community level courses should deal with topics of interest to the potential participants and be of relevance to projects under way by the SNDC in the area. Community courses should be less lecture oriented and more discussion, demonstration oriented. Proper use of audio-visuals can be very effective in these courses. Language at this course should be Spanish and Aymara or Quechua. All instructors should be bilingual.

h. Evaluation methods should be developed for both center level and community level courses.

At present, the only kind of evaluation emphasis was to test participants on the knowledge gained. This is not enough. Evaluation can be informal, by the means of informal discussions, periodically during the course and at the end of the course. Evaluation can also be made more formal, by the use of very simple questionnaires. The questions that need to be asked should include: What was most useful to them; what was least useful to them; was the subject matter covered relevant and could they use it; were the presentations, demonstrations, etc. useful and well done; what suggestions did they have for a similar course smme place else; what additional subject matter should have been covered; what subject matter should have been left out; was the subject matter presented too abstractly; were the teaching/learning facilities appropriate; etc.

2. Recommended Changes in Staffing

a. The number of staff members at each of the four recommended regional training centers should be increased. Each center needs additional

qualified staff, if they are to offer a wider choice of curricula, do more community level courses, and do more follow-up work with participants.

An immediate increase in staff members at the training centers of Pillapi, Paracaya, Muyurina and Sudanez (or Sucre area center) can be accomplished by terminating the Nucchu training center and reassigning its staff to the other four. Each center should have, in addition, at least one more instructor. Because of the increased future emphasis on cooperatives, the new instructors should have some background in subject matter that would be applicable, such as: administration; management; budgeting; bookkeeping; economics; organization; etc.

b. Less "technicos agronomos" should be hired as instructors, and more people who have a background in education and other relevant areas.

The staffs of some of the regional training centers are top heavy with "tecnicos agronomos." Each center should have at least two of these, preferably one who can specialize in crop production and one who can specialize in animal production. Staff should be recruited from areas such as: education, social sciences, psychology, etc. and from the areas mentioned in the preceeding recommendation.

c. In staff recruitment and selection, bilingual capacity, Aymara or Quechua, should be a priority qualification.

Instructors who are bilingual in Spanish and Aymara or Quechua are the most effective ones - other things being equal. If presentations by instructors have to be translated, their effectiveness decreases quite a bit - due to the loss of time in having to translate and to a loss of meaning during the translation. In addition, any instructor who speaks the local native language immediately gaines greater confidence from the participants of the course.

This recommendation does not mean that all courses should be taught in Aymara or Quechua, but that these languages be used whenever and wherever appropriate. They are most important in the community level courses.

d. A greater variety of in-service education opportunities should be provided to the staffs of the training centers. At present, the greatest priority should be on teaching methods.

Almost to a person, the training staff emphasized this point. This is almost self-evident when one considers the large number of "technicos agronomos" on these staffs, who have had only a minimum of training in teaching techniques.

In addition, the training courses offered for new instructors at Pillapi are not enough. Special seminars and workshops on teaching methods need to be

organized with outside resource people, e.g. from FOMO, or through the assistance of USAID. Also, with changing curriculum needs, particularly in the areas of cooperatives, and the training of semi-skilled workers, special in-service training efforts should be made. This could be through special seminars, workshops in Bolivia, or by sending specific instructors to appropriate training sessions in other countries, preferably in Latin America.

One suggestion that would help, is an annual one week get-together of all Directors and Instructors at which time they could share experiences, problems and successes. This could also be utilized for bringing in outside resource people who could share specific new teaching techniques, etc. An additional priority concern is to train instructors in the preparation and use of audio-visual materials.

3. Recommendations Regarding Equipment

a. Each of the Regional training centers should have the minimum equipment needed for doing their job. This includes:

(1) One adequate office typing machine with the long carrier for typing stencils.

(2) One mimeographing machine of durable quality. (For the Pillapi and Paracaya Centers, since they have more advanced and specialized courses, we recommend one mimeograph machine that can be used for producing multi-colored materials).

(3) One solid movie projector (not off-brand), and common replacement parts - particularly bulbs.

(4) One combination slide and film strip projector.

(5) One large projection screen.

(6) A simple camera that can be used for taking slides.

(7) One large flip board and pads of newsprint and markers.

(8) One large blackboard and chalk.

(9) Appropriate demonstration materials for classes in agriculture (crops and animals).

(10) Appropriate demonstration materials for teaching subject matter related to the administration of cooperatives.

All centers need the above bare necessities. Without these materials, they are limited in their ability to teach.

In addition - if funds are available, additional equipment should be secured, such as cassette recorders, record players, etc.

b. Each Regional Training Center should have an adequate reference library for the use of the instructors.

At present, none of the facilities have a real reference library - except, on a very limited basis, the Pillapi Training Center.

The library in each center should include reference books on community development, leadership development, group dynamics, teaching methodology, adult education, use and preparation of audio-visuals, agriculture (crops and animals) crafts ("artesanias"), carpentry, machines and motors, etc, cooperatives, home economics, nutrition, first aid, sanitation, etc. The staffs of the training centers should also be consulted about their needs in this manner.

c. Each Training Center should have equipment that gives it mobility for conducting classes in communities and for doing follow-up work. These should include such things as:

(1) A solid vehicle, four wheel drive, preferably a pick-up truck with the two seat cab.

(2) A way of covering the bed of the pick-up, to protect contents against the weather.

(3) Sleeping bags for instructors.

(4) Cooking utensils and eating utensils for the staff.

(5) Audio-visual equipment that can be transported and used in remote communities (flip charts, slide projector that is portable and movie projector that is portable.

(6) A small portable generator to power electric lights and audio-visual equipment.

Proper equipment is very important for conducting effective community level courses. The greatest need at this time is for properly functioning vehicles. None of the training centers had an adequate vehicle. Also of great need are the teaching aids that are needed for greatest impact at community level courses - the projectors and sources of electricity for them.

d. Each training center should have some minimum recreation equipment for the use of participants during recreation periods.

Specific equipment cannot be recommended here, but this should be determined with the involvement of the regional training center staffs.

e. Each regional training center should have adequately equipped kitchens.

Again, the needs vary some from center to center. Some use their kitchens for cooking demonstrations, and their needs are different from those who only need the kitchen to prepare food for the participants. However, except for the

Paracaya center, all need a large working refrigerator to keep meat and other perishables.

f. A detailed inventory should be made of all dormitory equipment and needs determined and filled. This would include: beds; mattresses; sheets; blankets; pillows; night stands; and clothing storage furniture.

The needs of the different centers vary somewhat. The greatest need in some centers is for clothes storage facilities for the participants.

f. Each center should have a budget item for maintenance and repair of buildings and equipment. Either an account they can draw upon from the La Paz Office or a petty cash account locally.

There seemed to be too many instances, where for the lack of a few pesos equipment was unusable or buildings were deteriorating at an accelerated pace. With some auditing, the center staff should be entrusted with an account that can be used for these purposes.

h. As soon as possible, a special effort should be made for "catch-up" repairs and maintenance of the regional training centers.

All centers are somewhat run down at present. They need patching and painting. They need to replace and repair bathroom facilities.

4. Recommendations for Building Intra and Inter Institutional Relationships

a. The Regional Training Centers should, with the help of the La Paz Office, formalize working relationships with the SNDC Regional Offices. This can be done primarily through quarterly meetings, of several days duration, between the two staffs, to review each other's programs and determine cooperative efforts.

Most of the Regional Training Center directors seem to get together with the directors of the Regional Offices on a somewhat regular, but informal manner. This arrangement should be formalized and should be broadened to include the instructors and the other relevant staff members of the Regional Office.

b. The Regional Training Centers should not be administratively responsible to the Regional Office located nearest them. They should be administratively autonomous from the Regional Offices.

Presently there seemed to be some confusion about this matter. It should be cleared up. If the training centers are administratively under a Regional Office, it confirms their present belief that they are inferior to all other units of

the SNDC. By making them autonomous (administratively) of the Regional Offices, they can be placed on par with these offices. They can then deal with the Regional Offices as equals, which can greatly enhance joint efforts, cooperation and collaboration.

c. The Regional Training Centers should be stimulated and supported into exploring joint programming ventures with other relevant educational institutions and organizations in their area, particularly educational radio stations, universities and agricultural extension.

There were at least two radio stations, ACLO in Sucre, and San Rafael in Cochabamba, which seemed to be ready for such joint programming efforts. There are probably others. There are local universities which might be involved in some way: through the use of students in center training programs, student teaching; senior students could be given field experience in demonstration work, particularly agriculture; students could work out arrangements for doing thesis research on practical topics related to training center programs; etc. Though the Training Centers are doing some agricultural extension work, due to the lack of real extension agents in many places, it is important that they take the initiative in developing new relationships with extension offices and workers. In the long run, the SNDC cannot afford to become another agricultural extension service along with all the other functions it has.

C. RECOMMENDATIONS REGARDING INDIVIDUAL TRAINING CENTERS

Though the above recommendations (applicable to all the regional training centers) could help build up the overall future capabilities of these centers, each center was unique in many ways, thus specific recommendations regarding each center were developed.

1. Pillapi

a. The Pillapi site facility should be retained in part. That is, the newer facility (now only used for training women) should be kept. The "facilities" for training men, at the old ex-hacienda should be discontinued.

The newer facility offers promise of being a very adequate training facility. The ex-hacienda facilities for training "promotores campesinos" should be closed down. No reasonable amount of money can make this an effective educational facility.

b. A new addition be built, next to the present facility that was recommended be kept that can accommodate training of "promotores campesinos."

c. The various shops, housed in the ex-hacienda, should be put under the jurisdiction of the Pillapi training center, so they can be used for training purposes and to a lesser extent to the production of goods.

This training center could develop training programs for campesinos with skills in carpentry, machine work, small motors, handicrafts, etc. The shops already there can be used for this purpose.

d. The delineation of responsibility between the Director of the Pillapi Training Center and the Director of the Production unit at the ex-hacienda need to be carefully worked out. Also to be delineated is the amount of land, out of the 80 hectares, which should be used for efficient production of agricultural products and which amount should be used for demonstration practice purposes for participants attending courses.

This is a touchy problem which should be resolved soon. Of importance is that the training center have a sufficient amount of land which can be used for agricultural production training purposes. This could probably not amount to more than a couple of hectares.

e. If the training shops in the ex-hacienda are put under the jurisdiction of the Pillapi training center, they will have to be repaired, and refitted with the proper tools and other needed materials, so they can be effectively used.

Here a suggestion might be a place: the SNDC, with the help and expertise of FOMO, could determine what kind of courses should be given and what kind of equipment should be in these shops.

f. The training facility for "auxiliares" needs: (a) newly refitted first aid kits; (b) new and repaired bicycles; (c) new simpler visual aids on anatomy, etc. that are in Spanish; (d) better kitchen equipment for nutrition and cooking demonstrations; (e) more reference materials appropriate for the courses; (f) more demonstration materials for the courses on health and first aid.

2. Paracaya:

a. A study should be undertaken to determine how to solve the drainage and wet soil conditions which have aggravated the upkeep of all the facility buildings. This study should also include the problem of sewage disposal at this center.

The Paracaya facility is the best one the SNDC has at its disposal. However, maintenance and repair problems are aggravated by the soil and drainage conditions.

b. Based on the study, measures should be taken for correcting the drainage and sewage problems.

Though these measures might be somewhat costly, the facilities are such that this might be a very wise investment - probably much cheaper than building a new training facility.

c. The shop half of the Paracaya facility should be integrated into the Training Center. The shops should not be used primarily for production purposes, but should be used for training semi-skilled workers in such things as carpentry, electricity, motors, mechanics, handicrafts, etc.

The SNDC should realize that though they might obtain some income from the shops, used in a production capacity, they will realize a much greater return, in the long run by using these facilities for developing human resources. There is a demand for such training and a pilot course conducted in 1974 proved its potential. The products of this training could still be used by the SNDC.

d. The shops should be properly equipped for their training function.

As in Pillapi, this would be a place where SNDC and FOMO could determine what kind of courses and equipment would be necessary for training semi-skilled workers.

e. The training center could use a chicken house and swine production facilities for practical demonstrations in their production.

There might be a limiting factor - the soil and drainage conditions of the site. This might also be investigated at the same time the investigation of overall drainage etc. is done.

f. The recommendation made by the team which has studied SNDC's new emphasis on cooperativism is hereby supported, namely, that the Paracaya Training Center, in addition to its other ongoing training efforts, be designated and equipped to be the national training center for advanced courses in cooperativism.

This training center does have, overall, the best facilities of all the training centers. It is also located in the geographical middle of the country, with good transportation facilities to all parts of the country.

g. The SNDC Administration, if it implements the recommendations regarding the integration of the shops into the training center and the designation of this as the training center for cooperativism, should carefully evaluate the

capabilities of the present training director. It is extremely important that this center have an able administrator.

The present director may or may not be capable of handling the new responsibilities. The SNDC shouddn't give him all these new responsibilities automatically but carefully evaluate his capabilities.

h. If the above recommendations, for increasing the scope and responsibility of the Paracaya Training Center, are followed, there will be a need for increasing the staff of instructors.

The present staff is inadequate to absorb these new roles and responsibilities.

The increases in staff should probably include at least two instructors in cooperativism, maybe even three. In addition, at least one additional staff member who can take leadership for the courses that teach skills such as carpentry, mechanics, etc.

3. Muyrina

a. The present contract between the SNDC and the Salesian Order which owns the Muyurina facility should be renegotiated. Of particular importance is that the SNDC should pay cash for leasing the facilities, rather than the present arrangement where one instructor is used as a full time teacher in the Salesian School. Other items needing attention are: water supply, cold and hot; electric supply; use of their agricultural fields for training and demonstration purposes; maintenance and repair of buildings; and grounds maintenance.

The present arrangement is an impossible one for the training center staff of this facility. The facilities are very good, and the location is excellent. The SNDC should not miss the opportunity of staying at the Muyurina School. To do so however, will mean some real renegotiations with the Salesian order.

b. All present equipment at Muyurina is owned by the Salesian Order. The SNDC should purchase new equipment of its own, particularly: kitchen equipment, eating dishes and utensils; living furniture for the instructors; and office furniture and equipment for the instructors.

At the time this study was mdde, the staff at this center felt very much obliged to the Salesian Order. They felt somewhat constrained and in the position of having to ask permission or beg for this or that, etc. Having some of the basic equipment belonging to the training center will alleviate this problem.

c. Strong consideration should be given to providing the staff at the Muyurina training center with an extra "cost of living" supplement to their salaries, in order to offset some of the greater living costs of Santa Cruz.

The present low salaries combined with the greater cost of living in the Santa Cruz region has created a very difficult situation for the instructors. They have to live in the center as they cannot afford decent living quarters for themselves, on an individual basis, in Montero. Not only that, but they cannot move their families into the vicinity because of the even higher costs this would involve. This is very demoralizing, when one is away from the family almost all year long and have to live in the training center to boot.

4. Zudañez

a. The present facility at Zudañez should be phased out and closed as soon as feasible.

b. A new training facility should be located in the immediate Sucre vicinity - either by purchasing or leasing an appropriate facility or by building a new one - as soon as feasible.

The present facility at Sudañez has a great many limitations.

(1) It is isolated. To get to any place within the whole region, one must first travel 3 1/2 hours (by car) to Sucre on a very difficult road. The center should be within a hub of transportation such as at Sucre.

(2) It occupies buildings owned by a Railroad Company. The staff has tried without success, (and doubt that success can be had in the future) to obtain permission for making appropriate alterations in the buildings they use. The facilities do need alterations and if they cannot be made, the training center should be moved.

(3) The staff and others have indicated that the R.R. Company is reviving plans for constructing the "missing link" of track. If this is the case, the training center will be asked to leave within several years anyway.

(4) There does not seem too much hope of obtaining additional lands for conducting agricultural production practice demonstration etc.

5. Ñucchu

a. The present facility at Ñucchu should be phased out and closed permanently as soon as feasible.

b. The functions of the Ñucchu Training Center should be transferred over

to the Paracaya Training Center.

The present training center, located in the old ex-hacienda at Ñucchu is completely inadequate as an educational facility. No amount of remodeling will appreciably improve this as a facility for conducting educational programs. In addition, just to maintain this ex-hacienda, so it won't be destroyed by the two rivers that flow on two of its sides, would involve large expenditures of money. Further, though only about 30-35 km. from Sucre, it is still very isolated - being on the other side of the river bank from that where the road is. During the rainy season, access is often not possible. Finally, the staff at Nucchu felt very isolated from the SNDC. Though the facility was transferred from the Ministry of Education over a year, they felt very alienated, within the SNDC. Closing the facility and transferring them to different training centers would help in assimilating them into the SNDC.

D. SOME FINAL COMMENTS

It is inevitable that a study and report such as this focus and concentrate on the weakness of an organization and its programs. That is one of the inherent purposes, to study those things which need improving and to make recommendations to remedy them. Thus, an impression might be gained that a report such as this dwells too much on the negative.

We would like to make a personal statement regarding this dilemna. We hope that this report is taken in the spirit of constructive criticism. We found much that was admirable in the training component of the SNDC, and through our brief involvement with it, gained a tremendous respect for what it had accomplished in the past. We came to believe, quite firmly, that this was a viable component of a viable organization, which had done a great deal to improve individuals and communities in Rural Bolivia. We believe that this organization, with some changes and support from USAID/Bolivia, could accomplish even more in the future. It was an eye-opening experience for us to grasp what the training component of the SNDC and the overall organization had been able to do with such limited resources at its disposal. This is evidence that with some additional support and resources they could do much more.

Our assessment and recommendations were developed in this positive spirit. We hope they are of help to the SNDC and to USAID/Bolivia, as they chart their future courses. We learned much from this opportunity to evaluate the SNDC training component and hope that our suggestions can serve as a small payment for three very enriching and rewarding weeks in Bolivia.